

Gap Analysis of District Level Community-Based Natural Resource Management System Capacity

Final Report

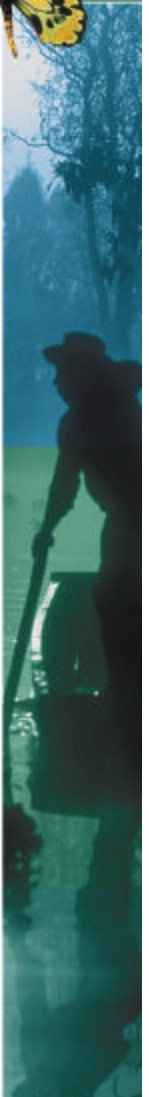
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Department of Wildlife and National Parks, MCI, Government of Botswana
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Submitted by:

Chemonics International Inc.

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ACRONYMS

AGM	Annual General Meeting
ARB	Agricultural Resources Board
BOCCIM	Botswana Confederation of Commerce, Industry and Manpower
BOCOBONET	Botswana Community-Based Organization Network
CAP	Community Action Plan
CBNRM	Community-Based Natural Resource Management
CECT	Chobe Enclave Community Trust
CBO	Community-Based Organization
CCF	Community Conservation Fund
CHA	Controlled Hunting Area
CSD	Community Services Division (Department of Wildlife and National Parks)
CTO	Central Transport Organization
DED	German Development Service
DLUPU	District Land Use Planning Unit
DWNP	Department of Wildlife and National Parks (Ministry of Commerce and Industry)
FAB	Forestry Association of Botswana
GOB	Government of Botswana
HATAB	Hotel and Tourism Association of Botswana
IRDNC	Integrated Rural Development and Nature Conservation (Namibia)
IUCN	International Union for the Conservation of Nature and Natural Resources
JV	Joint Venture
MOA	Ministry of Agriculture
NGO	Nongovernmental Organization
NRMP	Natural Resources Management Project
OCAT	Organizational Capacity Assessment Tool
PACT/IRCE	Private Agencies Collaborating Together/Institutional Reinforcement for Community Empowerment
RADP	Rural Area Development Program
RCSA	Regional Centre for Southern Africa (USAID)

SNV	Dutch Development Agency
TAC	Technical Advisory Committee
VPR	Veld Products Research
VTC	Village Trust Committee

Executive Summary

USAID has been supporting the Botswana Department of Wildlife and National Parks (DWNP) in developing a Community-Based Natural Resources Management (CBNRM) project for the past nine years. Through the Natural Resources Management Project (NRMP), USAID helped the DWNP develop implementation approaches and a policy framework for allowing local communities to gain greater control over the management of their natural resources. Several communities have formed legally registered trusts and have acquired leases from land boards to use their land for hunting and tourism. These Community-Based Organizations (CBOs) have entered into subleases with private sector hunting and tourism operators to make use of their hunting and tourism rights. The CBOs have accumulated significant amounts of income from the rentals and fees paid by the hunting and tourism companies, but often these revenues remain unused or undistributed. A number of communities are exploring the income-generation potential of other natural resources such as veld products. Some communities combine veld products' harvesting and marketing with their hunting and tourism activities.

Based on the early success of the NRMP, a number of NGOs have become involved in CBNRM. Today, a wide variety of organizations support CBOs in different ways. Important developments at the national level include the recent establishment of a Community Services Division in the DWNP with responsibility for CBNRM. An umbrella organization for CBOs, the Botswana Community-Based Organization Network (BOCOBONET) was established in 1999 to represent CBOs and carry out coordination and advocacy on their behalf. BOCOBONET will take over some of the services provided by the USAID-funded Private Agencies Collaborating Together (PACT)/Institutional Reinforcement for Community Empowerment (IRCE) project that has been providing training and facilitation to CBOs. USAID; the Dutch Development Agency, SNV; and the World Conservation Union, IUCN, recently supported national workshops on key CBNRM themes. These workshops helped create a new debate around CBNRM implementation and policy direction. IUCN and SNV are jointly implementing a CBNRM support program to promote policy debate, development, and dissemination of lessons learned and support to an emerging national CBNRM forum.

However, constraints remain at the national level: the Community Services Division is new, with several new and inexperienced staff members whose skills and capacity need to be strengthened; there is considerable mistrust among stakeholders; and BOCOBONET needs to ensure that it does not become overextended and therefore ineffective.

At the district level, DWNP staff play an important role in the support of CBOs. In some cases, where there has been no consistently supporting NGO, Community Services Division staff provide the main assistance to CBOs. DWNP staff coordinate the work of the technical advisory committees that help CBOs in their tender evaluations. Several NGOs are working with CBOs in the districts, providing a variety of services. The private sector is involved mainly as joint venture partners. An important development in Ngamiland is the establishment of a district CBNRM forum, which will help coordinate the activities of CBNRM implementers and promote CBNRM in the district.

Constraints at the district level include:

- Community Services Division (CSD) staff and other technical advisory committee members lack skills in and the time for facilitating the development of strong and accountable community institutions
- CSD staff and other technical advisory committee members also lack skills in enterprise development
- Community review committees have little real involvement in the tender assessment process
- CSD has yet to develop partnerships with NGOs and other agencies that can complement the skills and capacity of division staff
- The diversity of agencies involved in CBNRM implementation (particularly in Ngamiland) often leads to confusion among CBO members as they are exposed to different advice and approaches

The report concludes that more attention needs to be focused on the processes of community institution building (developing accountable, representative committees) and of enterprise development. The CSD and other CBNRM implementers need training in facilitation if they are to help communities in these processes. They also need to know how to access the skills and expertise of other agencies, including the private sector, to complement their own skills and capacity. The enabling conditions for CBNRM in Botswana need further analysis as certain features, such as the 15-year head leases, and government control of quota allocation could lead communities to conclude that their tenure over their resource is weak or vulnerable. This might also affect decisions on reinvestment of income in resource-based enterprises.

Investment opportunities for communities include infrastructure or community service projects; tourism enterprises; services to tourism camps/lodges; veld product harvesting and sales; and microcredit services.

Key recommendations include the following:

- CSD should actively support, promote, and engage in the development of a shared vision for CBNRM among stakeholders
- CSD should clearly identify its own role in CBNRM and develop partnerships and coalitions with other agencies to complement and supplement CSD activities
- CSD staff should be given information on how to access different funding sources, services, and service providers to link communities with appropriate services and providers
- CSD and other CBNRM implementers should consider augmenting the human resource pool with volunteer-type organizations

- The private sector should be viewed as a partner in CBNRM and discussions initiated with private sector umbrella organizations about how they can provide services and assistance
- CSD and other implementers should enhance training and skills development required for facilitating important processes such as institution building and enterprise development
- CBNRM implementers should receive training in understanding joint venture options to help communities explore and understand business partnerships that include equity holding and joint management decisionmaking
- The use of qualified and skilled managers for CBOs should be explored
- The debate around the enabling conditions of CBNRM and their impact on community decisionmaking should be pursued and backed up by socioeconomic research
- DWNP should consider a) extending the period for which head leases are granted, b) promoting greater community involvement in quota setting, and c) promoting greater community involvement in tender assessments

Technical Support To Community-Based Organizations In Botswana

A. Introduction

USAID has been supporting the development of Community-Based Natural Resources Management in Botswana for the past nine years with an investment of US\$24.2 million. This support has been channeled mainly through the Natural Resource Management project in the Department of Wildlife and National Parks and implemented by the international consulting firm, Chemonics International Inc., and through Private Agencies Collaborating Together (PACT)/Institutional Reinforcement for Community Empowerment (IRCE), which provides training and capacity building for NGOs and CBOs.

USAID's new strategy for natural resources was approved in 1999. It sets the stage for further support to CBNRM in Botswana through targeting of the Okavango River Basin and the greater Okavango/Caprivi/Chobe area as the new focus for Trans Boundary Natural Resources Management (TBNRM) activities.

This report has been developed by Chemonics as part of a contract with the USAID Regional Centre for Southern Africa (RCSA) to provide technical support for the consolidation and regionalization of the Botswana CBNRM approach. The report examines the type of technical support currently being given to community-based organizations (CBOs) to help them implement CBNRM sustainably, identifies gaps in this support, and provides recommendations for filling these gaps. Particular focus is given to mature CBOs that have entered into joint venture (JV) partnerships with the private sector and have accumulated income from wildlife and tourism in their bank accounts (see Annex C, Scope of Work).

B. Background

CBNRM in Botswana is based on three assumptions (Rozemeijer and van der Jagt 2000):

- Management responsibility over natural resources that is devolved to the community level will encourage communities to use these resources sustainably
- The “community” represents the interests of all its members
- Communities are keen to accept management responsibility because they see the (long-term) economic benefits of sustainable utilization, and they are willing to invest time and resources in natural resource management

The foundation for the implementation of CBNRM was laid by the Wildlife Conservation Policy (1986), the National Conservation Strategy (1990), the Tourism Policy (1990), the Tourism Act (19992), and the Wildlife Conservation and National Parks Act (1992). These policy documents and laws made clear the intention of government that local communities should be involved in the management of wildlife and tourism and benefit from this management. However, they did not indicate how this intent would be put into practice.

The main official guideline for implementing CBNRM in Botswana is contained in a joint directive issued in 1995 by the Ministry of Commerce and Industry (which houses the DWNP) and the Ministry of Local Government Lands and Housing. This is an important document setting out the government's approach to giving rights over wildlife quotas and tourism and hunting concessions to communities. It sets out the minimum conditions that communities need to meet before they can be awarded a community wildlife off-take quota from the DWNP or a resource use lease for any tourism or hunting development activity from a Land Board. If the community in a Controlled Hunting Area (CHA) designated for community use forms a legal, representative, and accountable entity with a constitution, it can gain the quota or lease itself. If it has not formed such an entity, the community may request that the quota or lease be given to an approved commercial partner after going through a tender process. To gain a lease (known as a "head lease" and valid for 15 years), a land-use and management plan has to be prepared and approved by the land authority. This plan must conform to the regulations and management plan for the Wildlife Management Area in which the CHA is located.

The joint document states that the joint venture guidelines of the DWNP are binding on those districts that have formally adopted them. Land boards may grant leases to communities of up to 15 years. Although not incorporated into legislation, the joint venture guidelines of the DWNP form an important part of Botswana's policy on CBNRM. They provide a guide to communities, district authorities, and the private sector of how communities may develop natural resource-based enterprises with the private sector. The guidelines explain the roles of each actor and recommend the procedure for communities selecting a joint venture partner. They emphasize the role of a Technical Advisory Committee (TAC) made up of district officials, including DWNP, to advise the community on technical aspects of the tenders. The guidelines list possible uses of both wildlife and other resources by joint ventures:

- *Consumptive uses of wildlife.* Safari hunting; citizen and resident hunting; game harvesting/cropping; game farming/ranching; intensive breeding of crocodile and ostrich; live capture and sale of game; processing and sale of wildlife products
- *Nonconsumptive uses of wildlife.* Game viewing/photographic safaris; mekoro (dug out canoes), boat vehicle and pack animal safaris; protection and/or reintroduction of wildlife; breeding of endangered species
- *Consumptive uses of other resources.* Forestry; veld products for building, processing, and sale; raw materials for handicraft production
- *Nonconsumptive uses of other resources.* Photographic, cultural and adventure tourism (ecotourism)

To consolidate national policy and guidelines on CBNRM, the DWNP, with support from the USAID-funded NRMP, has drafted its own CBNRM policy and is integrating this with proposed CBNRM policy on veld and forestry products in cooperation with the Ministry of Agriculture (MOA). Currently, although communities may use natural resources such as forestry and veld products in their areas, they have no legal right to control the use of them by others. The integrated CBNRM policy aims to address this constraint on community management.

C. National-Level Support Mechanisms and Networks

C1. DWNP

The DWNP plays a major role in CBNRM in Botswana through its allocation of hunting quotas to communities that form representative and accountable CBOs in community CHAs. With the support of the USAID-funded NRMP over the past nine years, the DWNP has developed an extension process focusing on mobilizing communities around the management of wildlife and tourism, supporting communities in CBO formation and in forming joint ventures with the private sector. The DWNP has also taken the lead in developing specific CBNRM policies and integrating wildlife and tourism policy with policies on community management of other resources such as veld and forestry products.

To strengthen its support to CBNRM, DWNP has recently (1999) established a Community Services Division (CSD) tasked with community mobilization and technical support to communities. At the national level, the CSD provides support and technical assistance to district officers, and is engaged in monitoring and evaluation of CBNRM activities. It is also coordinating efforts to have an integrated national CBNRM policy approved by the Cabinet. The CSD has a current staff complement of 25, with 1 officer in Kweneng District, 1 in Kgalagadi, 2 in Ghanzi District, 3 in Ngamiland (North West district), 3 in Chobe District, 3 in Central District, and 2 in Southern District. The 10 Gaborone-based staff include the division head, a community liaison officer, two sociologists, an economist, and four staff members working in the planning unit dealing with tender guidelines and issues concerning CHAs. Chemonics is currently implementing a USAID/RCSA contract to strengthen the new CSD.

The DWNP has established a Community Conservation Fund (CCF) to which communities may apply for financial assistance in the start-up phases of establishing their CBOs and in developing and operating their joint venture partnerships.

C2. BOCOBONET

The Botswana Community Based Organization Network (BOCOBONET) was established in 1999 following a series of workshops over a four-year period facilitated by PACT/IRCE and attended by CBOs involved in CBNRM activities. The network's AGM in early 2000 was attended by more than 40 CBOs. It has an executive secretary who is in charge of day-to-day operations and a chairman, both of whom are based in Gaborone. There is also a small administrative staff. BOCOBONET has a regional structure composed of two members in each district drawn from local CBOs. The main activities of the network are:

- *Lobbying and advocacy.* BOCOBONET has been involved in a number of government committees, including the assessment committee for the CCF. This role enables the network to provide an important link between local community organizations and the government at national level.
- *Facilitation and coordination of training.* BOCOBONET will take over the NONOTSHO leadership and community animation course currently being offered by PACT/IRCE. It will also facilitate CBO access to training in business planning, financial management, strategic planning, running trust boards and committees and

PRA/mobilization. These courses will be provided by consultants paid for by BOCOBONET with funds from the African Development Foundation. The network hopes to promote the standardization of such courses that are offered by different organizations. Training will be provided in rural areas and will include follow-up visits to monitor use of new skills acquired by trainees.

- *Information sharing and dissemination.* The network is producing a newsletter that will be distributed to CBOs and will keep them up to date with events in CBNRM and provide technical information on key issues. BOCOBONET will hold an annual CBO workshop.
- *Facilitation of technical assistance.* The network will identify the technical needs of CBOs and help to link the CBOs with organizations that can meet those needs. It will also try to promote more accountability of service providers to CBOs.

C3. IUCN/SNV CBNRM Support Program

IUCN Botswana and the Dutch Development Agency, SNV, have combined to implement a five-year program to help create a conducive environment for sustainable support to CBNRM activities being carried out by rural communities in Botswana. The program is coordinated by a team of three people supported by IUCN and SNV.

The program has three parts:

- Technical advice, capacity building, and funding for BOCOBONET. One of the three program staff members devotes 50 percent of his time to coordinating this support to BOCOBONET. This includes helping the organization develop job descriptions, embark on strategic planning, develop a budget, etc.
- Promotion of networking and dialogue among CBNRM implementors. The CBNRM Support Program is helping to establish a national CBNRM forum that will bring together all CBNRM stakeholders. IUCN will provide a national secretariat for the CBNRM forum. The support program has helped in the formation of a district-level CBNRM forum in Ngamiland and will help other districts that wish to set up a similar body. During 1999, the Support Program facilitated three national CBNRM workshops and a national conference. Two of the three workshops and the national conference were funded by USAID.
- Dissemination of information on best practices and lessons learned in CBNRM in Botswana and regionally. Several occasional papers on key CBNRM issues such as land/resource tenure and joint venture partnerships have been commissioned and a Web site established. An information center will be set up at BOCOBONET offices.

C4. National CBNRM Forum

Plans for a national CBNRM forum grew out of the three national workshops and national CBNRM conference facilitated by IUCN and supported by SNV and the USAID/RCSA NRMP

project. The CBNRM support program will facilitate the establishment of a national forum of stakeholders and provide a secretariat.

The aim is to provide a forum that can promote cooperation among stakeholders and better integration between national and district-level implementers, and develop debate on policy issues and the establishment of a shared CBNRM vision and conflict mediation. Following are the proposed functions of the national CBNRM forum:

- Discuss and assess relevant legislation, policies, and programs
- Facilitate the development of a vision for CBNRM in Botswana
- Promote debate on key CBNRM issues
- Contribute to rationalization and harmonization of CBNRM strategies
- Facilitate the exchange of information and experience among stakeholders
- Liaise with CBNRM district forums/committees, (inter)ministerial and other bodies
- Organize biennial national conferences on CBNRM
- Coordinate the implementation of conference recommendations

In principle, the national forum will be open to all institutions with an interest in CBNRM in Botswana, but will start with a core membership that represents the five main stakeholder groups with a maximum of six representatives each. Thus, CBOs will be represented by BOCOBONET and five CBOs. NGOs will be represented by Thusano Lefatsheng, Permaculture, Conservation International, Kalahari Conservation Society, and the IUCN/SNV CBNRM support program. The private sector will be represented by the Hotel and Tourism Association of Botswana (HATAB), the Botswana Wildlife Management Association (BWMA-representing the hunting safari industry), and the Botswana Confederation of Commerce, Industry and Manpower (BOCCIM). District forums/technical advisory committees included will be from Ngamiland, Kgalegadi, Chobe, and Ghanzi. The Government of Botswana will be represented by the DWNP, the Agricultural Resources Board, the Department of Lands, the Ministry of Finance and Development Planning, the National Conservation Strategy Agency, and the Department of Tourism.

As the secretariat to the forum, IUCN is seeking funds for an initial three years of operating costs. USAID will fund the first national CBNRM forum meeting scheduled for May 2000.

C5. DANCED/SNV Institutional Strengthening

DANCED provides institutional support (in the form of funding) for four local NGOs interested in developing their CBNRM support capacity, particularly for the management of veld resources. These are Thusano Lefatsheng, Permaculture, the Forestry Association of Botswana (FAB), and Veld Products Research (VPR), which receives two-thirds of the funding. The DANCED assistance is aimed at developing human resources, product and market development, strengthening management and administration capacity, and supporting the development of four community-level projects.

This funding support is supplemented by technical assistance by SNV in the form of two advisors. One of the advisors is responsible for helping with community mobilization and project cycle management while the other helps with financial/business management and enterprise

development. The advisors have helped the four organizations carry out organizational analysis to assess their strengths and weaknesses. Thusano Lefatsheng recently decided to expand its role in CBNRM and develop its capacity to carry out socioeconomic research at different stages of the project cycle, support the development of community management structures, the development of community management plans, trust constitution, the drafting of tender documents and sublease agreements, and help in planning of community benefit/income distribution and use.

C6. PACT/IRCE

Private Agencies Collaborating Together (PACT) has implemented a component of the USAID NRMP called Institutional Reinforcement for Community Empowerment (IRCE). This component has focused on capacity building of NGOs to support community organizations and organizational strengthening of CBOs. To identify training needs in organizational development, PACT/IRCE used the Organizational Capacity Assessment Tool (OCAT) developed by PACT and other NGOs. With direct input from Botswana's CBOs, an OCAT was developed for CBOs involved in CBNRM. Training courses in strategic planning, board/committee management, and financial management have been developed as a result. PACT/IRCE has also developed a seven-week leadership/community animation course, called NONOTSHO (EMPOWERMENT). It covers a wide range of activities including community assessment, mobilization, systems of community governance, income-generating projects, enterprise management plans and feasibility studies, and funding proposals.

PACT/IRCE has awarded several subgrants to NGOs to provide support for community mobilization and planning for natural resource use strategies and to CBOs for institutional strengthening and some infrastructure development such as trust offices. PACT/IRCE is due to close its project activities in September 2000.

C7. IUCN Botswana

IUCN Botswana is developing a project to explore and further develop the links between community benefit from natural resources and their sustainable management. This project seeks to address the current tendency of CBNRM projects to be strong in generating community income, but weak on promoting direct and active community involvement in natural resource/environmental management.

Coordinated by a professional officer provided by the German Development Service (DED), the IUCN project will undertake a limited number of pilot community environmental management assessments to document current and past management strategies. Pilot areas will be chosen on the basis of relevance to CBNRM, particularly taking into account the importance of a broad range of resource issues covering forests and woodlands, rangelands, and water and land management. The assessments will be carried out in cooperation with relevant CBOs and NGOs and will form the basis for further work with the communities on addressing the needs of local community-based environmental management. The project aims to have the following results:

- Community-based environmental management approach and methodology developed
- Environmental management activities designed and implemented at community level
- CBOs strengthened in CBNRM application

- Environmental/natural resource monitoring methods and indicators developed
- Community assessments, project approach, and methodology discussed, documented, and published
- An implementation/training manual developed and published
- NGO capacity in CBNRM environmental management enhanced
- CBNRM service providers (GOB extension staff and NGOs) trained
- GOB policy and decisionmakers informed about CBNRM and community-based environmental management

C8. International Volunteers: German Development Service and SKILLSHARE

The German Development Service (DED) and the United Kingdom-based SKILLSHARE are just two of the international organizations that provide skilled personnel to work in development contexts in other countries. Currently DED is developing a natural resource management component to the support it provides to development in Botswana. It is looking for partner organizations with whom it can place professionals to carry out specific tasks over a period of 2-5 years. DED usually provides a salary and allowances for these personnel and in some instances can provide a vehicle and housing. DED has had consultations with a number of CBNRM implementing agencies including DWNP with a view to developing partnerships.

SKILLSHARE has personnel in Botswana, for example, a forestry officer in Kasane, a tourism officer with the District council in Ngamiland, and a financial/business advisor with Kgetsi ya Tsie, a women's microenterprise project based on natural resources.

C9. NCSA

The National Conservation Strategy Agency has developed a fund to help CBNRM with support from UNDP.

D. Strengths and Weaknesses of National-Level Support Mechanisms and Networks

D1. Strengths

DWNP, with support from the USAID-funded NRMP, has strengthened the profile of CBNRM in Botswana to the extent that it is an established government strategy. This position is being formalized by the consolidation and integration of two draft policies — CBNRM policy focused on wildlife and a veld products policy into a single, integrated policy — the CBNRM policy.

DWNP has established a framework for the implementation of CBNRM that includes an extension approach, institutional models, training modules, and a Community Conservation Fund to help CBOs.

DWNP has established a separate Community Services Division (CSD) with its own staffing structure to guide and implement CBNRM. CSD replaces the Extension Section that existed for a number of years within an existing division in DWNP. All CSD staff have worked for at least two years in support of CBNRM.

The DWNP/NRMP institutional model of accountable, representative community trusts is being used for communities wishing to manage other resources in addition to wildlife and tourism.

Other government funding mechanisms are available to CBOs, and to a lesser extent to NGOs, such as the NCSA CBNRM fund.

The USAID-funded NRMP has provided training and technical assistance to the DWNP in implementing CBNRM, and PACT/IRCE has provided NONOTSHO (empowerment) training to the CSD. Currently, USAID is providing further capacity building through the current BIOFOR task order.

The IUCN/SNV CBNRM support program, with USAID funding, is providing much-needed assistance to the development of a national CBNRM vision and improved partnerships between implementing agencies. The national workshops and conference held in 1999 have helped to disseminate lessons learned and best practices and stimulate debate about the direction of CBNRM in Botswana.

BOCOBONET has emerged as an umbrella organization representing CBNRM CBOs and is poised to take on some of the training activities of PACT/IRCE. It is already acknowledged by the government and sits on a number of key government committees.

The national CBNRM forum has the potential to carry forward the momentum generated by the national workshops and conference held in 1999. As a neutral body, not established or dominated by government, it can help provide greater coordination between the multiplicity of players in CBNRM in Botswana and in defining roles and responsibilities. It can help to break down the mistrust that exists among many of the players.

The DANCED/SNV support to four Gaborone-based NGOs has the potential to significantly increase overall capacity of these NGOs to support CBOs at the district level.

D2. Weaknesses

- The Community Services Division (CSD) in DWNP is new and has several new and inexperienced staff members, particularly at the district level. Its capacity needs to be strengthened and it needs to carefully consider its primary role in CBNRM to avoid overextending its resources.
- Although DWNP has been able to establish a framework for CBNRM implementation, others involved in CBNRM believe that government has dominated the process and not left enough space for others to be involved.
- There is considerable mistrust among stakeholders in CBNRM based on misunderstanding of each others' motives, constraints, and potential. Stereotypical attitudes prevail, which become barriers to cooperation. Thus, many young, professionally qualified government officials seriously doubt the community's ability to manage resources, funds, and projects themselves. They view communities as illiterate, unskilled, and ill-equipped to run their own affairs. Many believe this will never change and that the government will always have to help communities run their

affairs. This hinders genuine attempts to promote community empowerment. NGOs and the private sector are convinced that government is weighed down by bureaucracy, is inefficient, and should be involved as little as possible because it cannot deliver at the district level. The private sector is seen as the enemy by some in government and rural development because it dirties its hands making money and is therefore greedy and corrupt. NGOs are seen by the government as meddling in areas that should be the realm of government and of confusing and stirring up unrealistic expectations among communities. Although these depictions are slightly exaggerated, they are nevertheless recognizable in discussions and debates about CBNRM in Botswana and elsewhere in southern Africa.

- Attempts to bring all stakeholders together and promote understanding, cooperation, and coordination are in their infancy and could easily break down if all stakeholders are not committed. A strength of the national CBNRM forum is that it is a neutral body that can promote cooperation. A weakness of this institutional arrangement is that the body has no clear mandate or authority beyond the commitment of members and their willingness to comply with its decisions or resolutions.
- BOCOBONET is developing at a rate that it finds difficult. Its executive secretary and chairperson are already engaged on other government committees, which although necessary is time-consuming and keeps them from other activities. They feel they need more staff and equipment to cope with their expanding role. There is a danger that BOCOBONET will expand its activities too quickly and be unable to support itself financially into the future. For some time to come, the network is likely to be dependent upon donor funding (realistically it might need to be recognized that such an organization is unlikely ever to become fully self-sufficient).
- As a relatively new player representing a specific constituency, BOCOBONET will need to define its role in terms of the services provided by existing organizations. Dialogue with these agencies and a role in the national forum can ensure that potential conflict is minimized.
- Of the four NGOs supported by DANCED/SNV, some may not successfully make the transition from focusing on a narrow range of technical support to being able to provide the full package of CBNRM support they currently seek.

E. District-Level Support Mechanisms and Networks

E1. DWNP

District DWNP staff play an important role in the support to CBO implementation, particularly where they have been allocated a hunting quota. In some cases, where there has been no consistently supporting NGO (e.g., Mababe), DWNP staff have been involved in supporting the CBO throughout the process of moving from community mobilization to CBO formation and the establishment of a joint venture partnership. DWNP staff also play the anchor role in the technical advisory committees established to help CBOs assess the tender proposals for joint venture partnerships. They are most familiar with the joint venture guidelines, the tender process, and the overall CBNRM approach.

E2. TAC/District Officials

The technical advisory committees, made up of district officials, have been established in accordance with the joint venture guidelines to monitor and guide the process of establishing a joint venture partner for CBOs. The technical advisory committee is usually a subcommittee of the District Land Use Planning Unit (DLUPU) composed of officials such as the district officer (Lands), the district officer (Development), a representative of the land board and representatives of central government such as a tourism officer and the DWNP. There is some expectation that these officials will be able to provide technical support to CBOs in their field of expertise.

Other district officials that are potentially involved in CBNRM include those working in the Rural Area Development Program (RADP).

E3. NGOs

A variety of NGOs with disparate interests are involved in CBNRM in the districts (see Table 1 on the next page). Conservation International, for example, is an international conservation NGO that recognizes the need to engage local people more in conservation activities. Kuru Development Trust is a rural development NGO that began with a focus on helping Basarwa people in Ghantsi district, but has recently expanded to supporting ethnically mixed CBOs in Ngamiland. Agencies such as Kuru and SNV have been able to provide CBOs with a full range of support services, including community mobilization, CBO formation, establishment of joint venture partnerships, and enterprise development. However, they have been working with a small number of CBOs and have not had the capacity to expand nationally. Table 2 shows the progress and support needs of CBOs that DWNP/NRMP and PACT/IRCE have worked with.

E4. Private Sector

The private sector is mainly involved in CBNRM as joint venture partners to CBOs for the development of hunting and photographic safari activities. Private sector consultants have also been used in some cases to provide services to communities and CBOs and to help legal firms draft CBO constitutions and lease agreements with joint venture partners. Two private consultants based in Maun have recently developed a proposal to provide support to CBNRM CBOs. They envisage helping target communities with institution building, training, project development, and development of management plans.

E5. Individuals

A number of individuals provide ad hoc support to communities, mainly in the form of advice on specific issues or by linking the communities with other service providers.

E6. Ngamiland CBNRM Forum

The establishment of the Ngamiland District CBNRM Forum was facilitated by the IUCN/SNV CBNRM Support Program. Established in 1999, it has held three meetings and is comprised of district officials, central government officials, CBOs and NGOs, and the private sector. It aims to bring together all stakeholders in a neutral forum to discuss problems experienced at the local level and thus foster an enabling environment for CBNRM implementation. The forum has the following terms of reference:

Table 1. Key Organizations in CBNRM in Botswana and the Services they Provide

Organization	Type of Organization	Services Provided	Communities Supported	Comments
Acord	International NGO in partnership with local NGO, CORDE	Community mobilization, Participatory research, Income generation activities Institution building	Three villages in Okavango Sub-district and in OCT	Limited geographical focus- Ngamiland West International rural development experience
BOCOBONET	National CBNRM CBO Association supported by USAID, African Dev't Foundation & SNV	National and regional advocacy & networking; Facilitation of training; Info. sharing; facilitation of TA	Potentially all CBNRM CBOs	Relatively new; donor dependent; regional sub-structure a strength; aims take over some PACT activities when PACT leaves in mid 2000
BWMA	Association of safari hunting operators	Support for community wildlife monitoring		Can mobilize funding potential to help CBOs with training in hunting safari mgt.
CBNRM National Forum	Forum for all CBNRM stakeholders	Networking, coordination, info. sharing, advocacy	N/A	New. Needs to develop legitimacy among members; potential coordinating body
CBNRM Forum Ngamiland	Forum for all CBNRM stakeholders in Ngamiland	Networking, coordination, info. sharing, advocacy	7 CBO trusts are members	New needs to develop legitimacy among members; potential coordinating body; needs full-time secretariat
Chobe Wildlife Trust	Local NGO	Support to mgt. of Chobe National Park & conservation in Botswana	Supported mobilization of CECT. Possibly KALEPA	Developing ideas with KALEPA
Conservation International	International conservation NGO with offices in Maun	Environmental advocacy; education; resource based income generation	Supported mobilisation of villages in NG 32 OKMCT, Ngwao Boswa Women's Cooperative, Bokamoso Women's Cooperative, & Gudigwa village in OCT	Limited support to communities; strength lies in education & small scale income generation/resource mgt.
DWNP	Government	Sets legal/policy framework Community awareness, mobilization, CBO formation, JV partner development, quota allocations, resource mgt. M&E	More than 20 emerging and registered trusts country wide dealing with wildlife and tourism	Major govt. player. Involved in most steps in CBNRM process, but limited resources, might need to focus on core competencies
German Development Service	German NGO	Placement of professionals with NGOs/govt. to provide TA to communities/CBOs	Possibly NG/32 and others	Currently exploring CBNRM opportunities; potential to help fill on-site facilitation gap
Individuals	Various individuals with interest in CBNRM	Advice, access to funds	Various CBOs	Potential for assisting CBOs; risk of operating outside system
IUCN/SNV CBNRM Support Programme (IUCN/SNV continued)	Consortium: Botswana branch of International Conservation Union and Dutch Development	Support to national and regional CBNRM fora; info sharing; lessons learned; promotion of policy debate	N/A	Providing facilitation and capacity building, but needs to mobilize funds

Organization	Type of Organization	Services Provided	Communities Supported	Comments
	Agency			
Kalahari Conservation Society	Botswana Conservation NGO	General support to CBOs	Community running Nata Sanctuary, Community at Moremi Gorge	Limited capacity to support CBNRM
Kuru Devel. Trust	Botswana NGO with international funding	Community mobilization; CBO formation; enterprise development	Jakotsha, Huiku Community Trust, Xwiskurusa NRM Trust, Chobokwane Community Trust, Dgae Qare Community Trust, Grootlaagte Quota Mgt. Committee, NG 24 Jao, NG3 Dobe, NG 11.	Limited geographical focus (Gantsi District; Ngamiland West)
Min. Agriculture	Govt.	Advice and TA on horticultural activities/veld products	Diphuduhudu Herbal Project, Ikemeleng Producers Coop.	
National Conservation Strategy Agency (NCSA)	Government	Administers a fund for CBOs		
Okavango Peoples Trust	Botswana NGO	Mainly an advocacy body	Provided funds to Mababe for lawyer	
Okavango Research Centre	Research Institute of the University of Botswana	Research on ecology & socioeconomic issues of the Okavango Delta; monitoring and evaluation of CBNRM	Work with various delta communities	Could make useful links with CSD sociology and economics staff on developing research agendas and implementing M&E
PACT/IRCE	International NGO implementing a USAID/RCSA program to support CBNRM	Training in: empowerment (NONOTSHO); Board/committee leadership; finance & business mgt.; CAPs; strategic planning; CBO assessment; supported development of BOCOBONET	OCT, Cgae-Cgae, Sankuyo, CECT, Gwezotsha Natural Resource Trust, OKMCT Gaing-o Community Trust, Kgetsie ya Tsie	PACT activities close in September 2000. BOCOBONET to take over some activities e.g. NONOTSHO, financial mgt. and Board leadership/governance training
Permaculture	NGO	General support to CBOs	Gaing-o, Winteroord Farm community	Needs capacity building to provide greater range of support activities
Private Sector	Mostly professionals working on a for-profit basis e.g. lawyers and consultants	Mostly Legal services to trusts (e.g. drafting constitutions, agreements etc.)	Various communities forming trusts and JV Partnerships	DWNP Practitioners' Guide developed by NRMP, suggests use of consultants by communities for e.g. preparing business plans, management plans etc. Potential for consultants to provide facilitation services to CBOs
RAPD	Govt. RAD assistance program	Some RAPD officers assist CBOs with transport, food for meetings, meeting facilitation, conflict resolution	Various RAD communities	Involvement in and support for CBNRM CBOs depends on individual interest. Potential to provide useful on-site support. CBNRM needs more formal links to RAPD.
Safari operators	Hunting and photographic JV partners	Expertise, capital, marketing etc. for JV. Skills transfer. Employment. Community liaison officers.	All communities engaged in JVs.	High potential for skills transfer, but constrained by mistrust. Can assist with CBO enterprises (planning, feasibility, business plan etc.)
S&CD	Government rural	Community development facilitation, planning,	All districts	Little formal involvement in CBNRM. Potential to spread

Organization	Type of Organization	Services Provided	Communities Supported	Comments
	development agency	funding etc.		support burden.
SNV	Dutch Development Agency	On site facilitation on institution building, resource mgt., JV partnerships, enterprise development etc. Support to BOCOBONET, information sharing/lessons learned, CBNRM dialogue	Cgae-Cgae, Nqwaa Khobee Xeya Community Trust, Zutshwa	Phasing out on-site facilitation. Increased focus on support to NGO service providers as part of country withdrawal strategy
TAC	District level committee of mostly govt. land use officers	Advice to CBOs on choosing JV partner. Main role in tender assessment prior to community voting	All communities engaged in JVs	Plays major role supporting CBOs but time constraints hinder follow up
Thusano Lefatsheng	Local NGO	Veld products production, harvesting and marketing, general support to CBOs	Maiteko-ditsa – Tlholego Community Trust, Nqwaa Khobee Xeya Community Trust, Kakotsha, Malengwane, Kachikau crafts	Traditional focus is veld products but plans to expand its role especially in CBNRM in Kgalagadi District
Veld Products Research and Development	Local NGO	Veld products production, harvesting and marketing	Maiteko Dibapalwanageng (Tshwane), Itekeng Khekhenye	Traditional focus is veld products but plans to expand its role

Table 2. Progress and Support Needs of CBOs

(This list covers the main organizations that DWNP/NRMP and PACT/IRCE have worked with)

CHA No.	CBO Name	Regis. Date	Area km ²	CBO Pop.	Support for Mobilization	Support for Resource Use	Support for Reinvestment	Support Needs
CH 1 & 2	Chobe Enclave Conservation Trust	1994	2984	3619	NRMP DWNP PACT/IRCE	First five year Joint Venture Agreement in 1999. Funds accumulated by VTCs. Support provided by DWNP, NRMP, PACT/IRCE. Escort Guide Training done by NRMP, DWNP	Trust and VTCs had funds accumulated for reinvestment. NRMP & DWNP helped carry out Community Action Plans for three VTCs. PACT/IRCE support implementation of business ventures	Reinvestment/use of accumulated funds, institutional development
CH 5 & 8	KALEPA	1999	1085	2930	DWNP	CBO established & resources to be tendered in 2000 supported by DWNP	First tender in 2000	Institutional dev't, JV Partnership, enterprise dev't

CHA No.	CBO Name	Regis. Date	Area km ²	CBO Pop.	Support for Mobilization	Support for Resource Use	Support for Reinvestment	Support Needs
CT 7 & 11	Gwezotsha Natural Resources Trust (GNRT)	1996	11927	3791	NRMP DWNP PACT/IRCE	CBO established, resources test marketed in 1999 supported by NRMP. Resources marketed in 2000 supported by PACT/IRCE Yet to make a profit.	NRMP supported definition of reinvestment enterprises & test marketing PACT/IRCE supported acquisition of equipment & marketing. No profits yet.	Link to market
CT 27	Kgetsi ya Tsie	1999		15921	PACT/IRCE, Women's Finance House	Improving harvest techniques, test marketing & credit system supported by PACT/IRCE & Women's Finance House,	PACT/IRCE Women's Finance House assisting definition of new enterprises. Grant from African Development Foundation, technical support from Skillshare for marketing.	Need support for NRM issues. Managing communications with stakeholders and clients.
CT 13	Gaing-o	1999	2935		PACT/IRCE Permaculture	Support for resource use from PACT/IRCE, Permaculture, DWNP	PACT/IRCE & DWNP supporting tourist activities.	Mobilization/Institutional dev't. Mgmt & financial investment for tourist dev't
GH 1	Groote Laagte Quota Mgm't Committee		3172	404	KDT, EDF-funded Southern Parks Project	EDF-Funded Southern Parks Project supporting community consultation	Emerging	Institutional dev't, JV Partnership (do they want one), enterprise dev't
GH 10	Xwiskurusa NRM Trust		1248	1043	KDT EDF-Funded Southern Parks Project	EDF-Funded Southern Parks Project supporting community consultation	Emerging	
KD1	Nqwaa Khobee Xeya Trust	1998	12180	686	SNV, Thusano Lefatsheng & DWNP	First tender done in 2000 assisted by SNV & DWNP. Escort Guide Training done by NRMP, DWNP. SNV supported organizational changes in marketing crafts.	They will get their first profits from wildlife in 2000.	Reinvestment and links to markets for crafts.
KD2	Zutshwa	1999			SNV, NRMP DWNP	CBO established salt mining supported by NRMP	Emerging	
NG 18 & 19	Khwai Development Committee		1918	324	University of Botswana	Have requested DWNP to train their escort guides, first tender for 2000 season supported by DWNP	First payments for wildlife will be in 2000.	Institutional development, registration, JV partnership
NG 22 & 23	Okavango Community Trust	1995	929	874	DWNP	Three year tender done in 1998 assisted by DWNP. Escort Guide Training done by NRMP, DWNP	CBO has JV partner & accumulated funds. JV partner supporting dev't of mgmt skills. CI supporting one VTC.	Reinvestment

CHA No.	CBO Name	Regis. Date	Area km ²	CBO Pop.	Support for Mobilization	Support for Resource Use	Support for Reinvestment	Support Needs
NG 32	Okavango Kopano Mokoro Community Trust	1997	1223	2253	CI worked with Ditshiping DWNP, PACT/IRCE	Second one-year tender done in 1999 assisted by DWNP; Escort Guide Training done by DWNP	CBO has funds accumulated for reinvestment. Identification of enterprise opportunities being supported by PACT/IRCE	Reinvestment
NG 34	Sankuyo Tshwaragano Management Trust (STMT)	1995	860	387	NRMP & DWNP	Three-year tender done in 1999 assisted by DWNP. Escort Guide Training done by DWNP.	CBO has accumulated funds and a Joint venture partner. Identification of enterprise opportunities supported by PACT/IRCE	Reinvestment, enterprise development
NG 4	Cgaecgae Tlhabololo Trust	1997	2640	358	SNV DWNP	First & second tenders assisted by SNV & DWNP. Escort Guide Training done by NRMP, DWNP	SNV supporting CBO development of diverse projects	Further support in developing & operating own enterprises
NG 41	Mababe-Zakotsama Community Dev't Committee	1999	2181	91	DWNP	DWNP supported tender process in 1999	First tender in 2000 supported by DWNP	Benefits distribution/use plan, institutional dev't, enterprise opportunities & dev't

- To build trust and transparency between CBNRM stakeholders
- To identify appropriate stakeholder roles and responsibilities
- Information dissemination
- Encourage stakeholders to play a larger role in resource management (quota setting and resource use monitoring)
- Establish stakeholder codes of conduct
- Undertake conflict mediation and liaise with appropriate authorities on resolving problems and issues when necessary
- Contribute to district CBNRM strategy and vision:
 - Training and capacity building of all stakeholders and identifying needs
 - Learning and applying lessons from other CBNRM experiences
 - Promoting debate on key assumptions driving CBNRM
 - Addressing weaknesses within the program and discussing and implementing solutions

- Influence government policy relating to CBNRM and regulating district CBNRM strategy Council Tourism Office
- Establish rotating chairmanship alternating between government, private sector, communities, and NGOs
- Hold CBNRM forum on a biannual basis

F. Strengths and Weaknesses of District-Level Support Mechanisms and Networks

F1. Strengths

- The DWNP has committed staff to provide CBNRM support services at the district level. These staff are tasked with CBNRM and are not typically asked to carry out non-CBNRM tasks. These personnel have been trained or are being trained through USAID support in the skills needed to carry out their tasks.
- District-level officials, particularly those involved in the technical advisory committees, are being exposed to CBNRM and can potentially provide useful services to CBOs. The technical advisory committees play an important role in guiding the tender process. They provide technical advice to community trusts in choosing their joint venture partner. The technical advisory committees also play an important role in monitoring the tender process, particularly guarding against potential corruption. The technical advisory committees and CSD officials also play an important role in monitoring trust formation to ensure a democratic process. There are examples of trust committees have not been recognized (e.g., Kalepa) because of the undemocratic way in which they were formed.
- The involvement of various NGOs in different districts helps provide a greater variety of sources of support to CBOs as well as a greater variety of services. The involvement of Thusano Lefatsheng in the Kgalgadi technical advisory committee is a positive development that can strengthen cooperation between service providers in this district.
- Most agencies involved in supporting CBNRM have well-developed methodologies for community mobilization and facilitating the steps in trust formation (such as election of a committee, drafting a constitution) and in establishing a joint venture partnership. Others have developed good training modules. Some NGOs (e.g., Kuru, SNV) are beginning to develop skills and experience in enterprise development and helping communities reinvest their income from wildlife and tourism, but these skills are not widely held or disseminated.
- The newly formed Ngamiland CBNRM forum holds potential for bringing stakeholders together, breaking down mistrust, and improving coordination and cooperation. A potential model for other districts, this forum can play an important role in defining roles and responsibilities at the district level.

- The private sector safari operators are a reservoir of untapped expertise on enterprise development and business management that needs to be harnessed to provide greater support to CBOs.

F2. Weaknesses

- CSD staff at the district level are mostly young and new to their positions. Although they are receiving some training, they generally lack experience and confidence to take the lead in coordinating CBNRM activities and developing partnerships with other agencies.
- The focus of CSD personnel is mostly on community mobilization, trust formation (especially election of committees and drafting constitutions), and establishing a joint venture partner. The CSD staff (and other technical advisory committee personnel) lack skills and experience in facilitating strong accountable and representative community institutions. They also lack skills and experience in enterprise development and helping communities to develop projects in which they can reinvest their income.
- The extent to which technical advisory committees control most of the decisionmaking concerning tender proposal assessments varies from district to district. By and large, the board and other community members in review committees are mostly passive in the process. The technical advisory committee carries out the evaluation with little review committee involvement and then advises the review committee on the top three proposals.
- Although district officials from different departments can play an important role in supporting CBOs, it usually is not a part of their job descriptions. Involvement in CBNRM often depends upon the interest of an individual official.
- Many district officials (including CSD staff) are caught up in the many meetings that take place at the district level and say that they are expected to be in the office more than in the field working directly with communities. Some CSD offices do not appear to have reliable vehicles (the NRMP-donated vehicles are old and need repairs, which is problematic because the vehicles are imported and spares are not always readily available within the CTO). In Maun, none of the three CSD officers has a drivers licence. The inability of CSD and other district officials to visit communities regularly means that they are unable to provide consistent and persistent facilitation.
- Although CSD staff lack certain skills and experience, there has been little attempt to forge specific partnerships with NGOs or other agencies to ensure that the work gets done. Some NGOs feel that the DWNP operates in isolation.
- NGOs face financial constraints in developing and providing services required by CBOs.

- The large number of agencies involved in CBNRM (particularly in Ngamiland) can lead to confusion among CBOs who are exposed to different advice and approaches.
- Private sector safari operators feel isolated in the CBNRM process. They feel they could be more involved in assisting CBOs, but are kept at a distance by NGOs and the Government.

G. Conclusions

G1. National Level

Botswana has a multiplicity of organizations involved in CBNRM, some of which have a limited geographical focus and others that provide only some parts of the support required by CBOs. No single agency, such as ZIMTRUST in Zimbabwe or Integrated Rural Development and Nature Conservation (IRDNC) in Namibia, exists that can provide a full range of services and cover the whole country. DWNP has the widest geographical spread of implementing agencies, but its focus is communities with hunting quotas and is therefore not involved with those whose main interest is the use of veld products. PACT/IRCE operates mostly with DWNP-supported communities, especially in the north and west. The same type of training that PACT/IRCE provides to these CBOs has been made available to one CBO dealing with veld products alone (Kgotsie ya Tsie). Some NGOs have become involved in CBNRM starting from a very narrow technical focus, such as veld products marketing and research.

Given the multiplicity of players and their diverse backgrounds and interests, a need clearly exists for mechanisms to promote coordination, dialogue, and cooperation in the implementation of CBNRM. The skills and experiences, lessons learned, and the best practices of individual agencies also need to be shared with others. The national workshops and conference facilitated by the IUCN/SNV CBNRM Support Program and funded by USAID in 1999 were an important milestone in bringing together CBNRM players and in promoting a sharing of experiences and lessons learned. The emergence from these workshops and conference of a national CBNRM forum will be an important step in promoting a shared vision of CBNRM in Botswana and a discussion of roles and responsibilities.

Another encouraging development is the DANCED/SNV support to four Gaborone-based NGOs to strengthen their capacity to implement CBNRM. This should increase the number of agencies that are able to provide a more complete range of support activities to CBOs, although these agencies are likely to retain their traditional focus in the south and southwest. They are, however, committing themselves to broaden beyond their traditional focus on veld products and work with communities that have hunting quotas.

The emergence of BOCOBONET as an umbrella body for CBOs involved in CBNRM is another positive development at the national level. The network can provide important services to CBOs and is taking over some of the activities of PACT.

There are good reasons why DWNP, and especially the CSD, should position itself to play a strong and proactive role in the promotion of coordination and cooperation among national CBNRM implementers. Ultimately, DWNP is responsible for the nation's wildlife resources and has international obligations for the conservation of these resources. Although NGOs and donors

might come and go, government is the one constant in the institutional relationships of CBNRM. Government creates the enabling policy and legal environment and allows communities to access resource leases. However, government cannot provide the full range of services required for the development of empowered CBOs, particularly as the CBNRM program is promoting a shift in power and control from government to communities. This needs to be explicitly recognized, and should help guide decisions about government's and particularly DWNP's role in CBNRM.

G2. District Level

At the district level, the key areas of support required by CBOs include the following:

Socioeconomic research — identifying community interest groups (young, old, women, men, livestock owners, nonlivestock owners, rich, poor, ethnic groups, etc.) and understanding their status and influence within the community, i.e., who is powerful, who is marginalized, who has access to land and resources, and who does not. This information will help CBOs determine how to use their income and to identify potential impacts within the community concerning natural resource use and management.

Community mobilization — awareness raising at community meetings, provision of information on CBNRM policies and opportunities, and starting CBO formation.

Institutional development — the establishment of decisionmaking authority, and the rules, obligations, and relationships concerned with decisionmaking such as between board and VTCs, or between VTCs and village members. An institution needs to be legitimized by its members and by other institutions. This process of legitimization can only take place over time, thus institutions *develop* and are not *created*.

Key aspects of institutional development include the steps in CBO formation such as the election of a board and the drafting of a constitution. But the process does not end there. Other factors are also important in determining whether a CBO develops into a strong and long-enduring community institution, including: 1) degree of accountability of the board to members; 2) level of communication, information, and feedback between board and members; 3) transparency of decisionmaking; 4) holding of regular elections; 5) keeping to the constitution; 6) process of decisionmaking on benefit distribution/use, etc. Also important is the identification and recognition of trust members. For example, one useful way to define trust members is to develop a benefit distribution plan that identifies the beneficiaries of trust income. This is a process that often continues beyond the establishment of the trust.

Organizational development and administration — operation and administration of the CBO. These aspects include the running of a committee, financial management and accounting, personnel management, paying salaries, filing systems, planning (general, management, financial), use of funds, proposal development, etc.

Natural resource management — direct involvement of the trust and its members in the inventory and monitoring of natural resources, decisions on how resources will be used, and land use planning to ensure that the new wildlife and tourism activities are integrated into existing community natural resource use and management.

Enterprise development — process for identifying options for communities to decide how to use or reinvest their wildlife and tourism income. The range of options is wide and includes household dividends, income-generating projects such as campsites and small brick works, community services such as a village hall or kombi for transport, and gaining equity as business partners in joint venture safari operations.

Facilitating a process of community decisionmaking on options and actually establishing enterprises is difficult. This process involves a number of steps and assessment of issues as described below:

1. *Help the community decide who should be involved in decisionmaking about enterprise development.* This might already be covered by a trust constitution, but might not. Should the entire community be involved, or can it be the mandate of a VTC or board? Involving the entire community in a properly facilitated process will be time-consuming. At some stage of the process, community representative bodies will need to start playing a more dominant role in the decisionmaking, but this should be clarified at the start.
2. *Help the community identify what **type** of benefit is important, i.e., community services or household income.* This is important because the mix of benefits chosen will determine the type of project chosen. If the community priority is on income generation, then attention needs to be given to identifying appropriate enterprises.
3. *Help the community address issues of equity.* Community members need to decide whether they want to target specific groups of people as beneficiaries such as women, unemployed youth, or other marginalized groups. The community can then be helped in analyzing whether project proposals will impact on the target groups or whether a small elite will benefit. It is also important to consider the impact of new income-generating activities on the existing livelihoods of individuals. Will they have time to carry out additional activities and will their existing livelihood activities suffer as a result of engaging in new ones?
4. *After consensus is reached on the type of benefit and who should benefit, help the community identify projects that meet its criteria.* The community will need information about the options available, particularly different joint venture options. As government mostly provides key services and infrastructure, communities need ideas for reinvestment.
5. *Help the community decide how to manage different types of enterprises or projects and how benefits might be allocated.* For example, with profit-oriented, income-generating activities, it makes sense to allow individual entrepreneurs or partners to keep the bulk of the profit as an incentive for good management. Such an entrepreneur might pay a levy to the community trust for services, or in recognition that the land and resources being used are communal and that there are opportunity costs to others in the community. Committees are not good structures for running a business that requires quick and flexible decisionmaking and risk taking. In addition, not all community members have a flair for or an interest in running a business. Thus, issues of ownership, management, and profit sharing need to be worked out in advance. These are the institutional relationships of the enterprise.

6. *Once specific activities have been identified, carry out feasibility studies to determine the viability of an enterprise or project.* Issues need to be addressed at this stage that are overlooked in many typical rural development income-generation projects. Some of the questions include:

- Is there an existing market? Is the market close by, does the buyer come to the business, or does produce have to be transported and sold elsewhere?
- Is there a market niche that is new and can be developed?
- What is the competition like in an existing market? Is there demand for more of the same product?
- If produce is to be sold locally, is there enough demand, i.e., enough people who want the product, but also who are able to pay for it (this is not always the case in cash-strapped rural communities)
- What are the projected costs of developing and running the enterprise, what is the projected turnover and projected profit? How much produce needs to be sold monthly, annually, to make a profit, and what occupancy is required to make a profit in a campsite? Is it likely that this much produce will be sold or such an occupancy rate achieved?

7. *Advise on the type and style of infrastructure required, particularly in a tourism development on.* This assistance could be provided once the feasibility studies have been carried out and a decision has been taken to go ahead with the enterprise.

Good facilitation of community decisionmaking, and skill and experience in business development and operation are the two types of support most needed by communities in enterprise development. One way communities can address the issues outlined above is through the development of benefit distribution plans. CBO constitutions tend to give some guidance on benefit distribution; the issue is also addressed in Community Action Plans (CAPs).

Attention also must be paid to how communities can establish links with the private sector to gain skills and expertise in enterprise development. One way would be for communities to write requests into their tender invitation guidelines once they have a clear idea of their objectives in benefit distribution and income generation. For example, they might request that the joint venture partner be required to advise and assist the community in the development of its own camp site. The partner might also be required to market the camp site. The community might require that the partner help in the development of vegetable production by the community and purchase the produce.

Another method is to use accumulated community funds or other funding sources such as the CCF to purchase the advice of a business consultant. To do this, communities will require lists of available consultants and service providers, their fees, and the services they can provide.

A further option is for communities to develop true business partnerships with the private sector where the community is a joint owner in the business and involved in decisionmaking and profit

sharing. As yet, no communities have developed such partnerships, perhaps because neither they nor the facilitators who work with them fully understand the mechanisms of such a partnership. Another reason might be that they are averse to taking risks with their land, resources, and income. In 1999, communities in Namibia were faced with an offer from a South African company to develop lodges in a true business partnership that included holding equity in the company. None of the communities concerned were prepared to take the risk of holding shares in the company. They opted instead for a land rental and a percentage of turnover of their own local lodge expressed in a bed-night levy. It was acceptable if the company later wanted to give them shares, but at first they wanted to minimize the risk.

G3. The Importance of Good Facilitation

An important lesson learned from CBNRM throughout southern Africa is that it is a process-oriented approach that needs to focus as much on the way outputs are produced as on the outputs themselves. Experience has shown that in the long run, a good process is more likely to lead to a good output than a quick-fix approach that leaves many issues unaddressed. Experience has also shown that the best way to develop a process-oriented approach is through what has been called persistent and consistent “light touch” community empowerment and facilitation (Hitchcock and Murphree 1995; Jones and Mosimane 1999). In Botswana, the importance of this type of facilitation has been recognized by most CBNRM stakeholders. It is a common theme in the national workshops that were held in 1999. It is a common refrain in the draft BOCOBONET report of its country-wide consultations with CBOs that a given community needs good facilitation.

What does “persistent and consistent light touch community empowerment and facilitation” really mean? This approach involves working directly with communities and not only through local government institutions or traditional leaders. It includes regular visits to the communities concerned, staying in touch with community power shifts and internal dynamics, follow ups to workshops, sending of messages to community members through word of mouth and other means, and spending a few nights in villages on occasion. It requires helping communities identify key issues and potential problems; work through these issues; and develop appropriate decisions, solutions, and actions. It involves understanding the interest groups within a community and ensuring they have a voice in decisionmaking or are not ignored when discussions about benefit distribution take place.

Usually facilitation staff live in the regions where they work. But even if they are based in the capital or a regional center, they will visit communities at least once a month. At the same time, although regular contact is maintained and communities may be “nudged” into taking action, facilitators are not taking decisions for or on behalf of communities. The nudging is usually to get people to follow up and act on their own decisions. It is difficult to strike this balance; in particular, NGOs that work closely with specific communities find it hard not to become the community's gatekeeper to the outside world.

An important aspect of facilitation is to make regular visits to the community and remain long enough to gain sufficient information to stay up to date with local power shifts and internal community dynamics. Facilitation staff need to be sufficiently in touch with developments to be able to identify obstacles to progress, and to ensure that community decisions are followed up and acted upon. This is difficult if only infrequent and short visits are made. In some cases it

might be necessary to assign each community its own facilitator, who works full time with that community only. However, this is an expensive way to provide facilitation and also risks making communities dependent on the facilitator. The key is ensuring that facilitators have enough contact with the community to be effective without creating dependency.

A danger in the provision of regular support and facilitation over a period of time to communities is that the NGO or other organization providing the support retains a dominant role and becomes a “gatekeeper” between the community and other outsiders. The need for persistent and consistent facilitation and for communities and support organizations to develop mutual trust and good working relationships needs to be balanced by ensuring that facilitators have an “exit” strategy. Service providers need to be vigilant in ensuring their support remains “light touch” and does not become heavy handed.

The type of facilitation described above is important to the successful provision of services, particularly for institutional development and enterprise development. Given the current capacity of government and NGOs in CBNRM, no single, easy method of providing such facilitation to CBOs presents itself. Various strategies need to be explored as outlined in the recommendations section below.

G4. Enabling Conditions

A key assumption behind CBNRM is that if communities are given some form of tenure or proprietorship over natural resources and are able to benefit from the management of these resources, then use is likely to be sustainable. The CBNRM enabling framework in Botswana is successful in gaining considerable financial benefits for communities from the use of wildlife and tourism. Currently there is debate in Botswana about the nature of the tenure and control that communities are being given by government and whether this is indeed sufficient to provide incentives for sustainable management.

It is argued that the provision of 15-year head leases to communities is not long enough and does not provide sufficient security. Under such a new system, communities feel they have no guarantee of continued access to hunting and tourism leases. Further, the government has insisted on setting and allocating hunting quotas with little or no community input, arguing that communities are not technically equipped to carry out quota setting and that this should remain a government responsibility, given that the State is ultimately the owner of wildlife. This position sends a message to communities that they are not being given real management responsibility. When these two issues are combined with the lack of real involvement by community representatives in tender proposal assessments, the result could be disempowering and run counter to the aims and objectives of the CBNRM program.

Some stakeholders believe that the reason most CBNRM CBOs and communities are not yet directly or actively involved in managing wildlife or in reinvesting their income in enterprises (particularly natural resource-based enterprises) is because they perceive their tenure over the resources to be weak. If CBOs view their current income as a windfall, then they might be reluctant to take risks with its use. Another view is that communities are reluctant to reinvest because they do not have the experience in business and enterprise development.

H. Options for Reinvestment of Community Income

The question of deciding how to use community income is more than simply listing and ranking options for investment and project development. However, it is also important for extension staff to identify and be aware of the range of options available to communities. Another reason why CBOs are not reinvesting their income could be a lack of ideas. In other countries in the region, government does not provide the same level of services and infrastructure development as in Botswana. CBNRM CBOs in these countries often choose to invest in infrastructure or projects that government should be providing, but is unable to because of a lack of resources. In Botswana, however, there is a relatively high level of service provision and infrastructure development in even some of the remotest areas.

Below we examine six categories of activity suitable for reinvestment. The focus is on use and investment of community income rather than employment/income opportunities for individuals such as firewood sales or doing the laundry for a camp:

- *Infrastructure or community service-type projects that are not contained in village or district development plans.* These projects will depend on the needs and circumstances of a particular community, but might include:
 - Expansion and improvement of a school library
 - Provision of scholarships for young people to attend Secondary School or higher education
 - Community transport
 - Construction of a community hall
- *Tourism enterprises.* Again, these will depend on the location and assets of individual areas, but might include the following:
 - Campsites
 - Tented camps
 - Craft shops
 - Traditional villages¹
 - Restaurants serving local food
 - Filling stations
- *Services to tourism camps/lodges*
 - Production and sale of vegetables to camps and lodges
- *Local enterprises* (several community income-generation projects exist in Botswana outside of the CBNRM sector that can serve as inspiration and sources of information for CBOs, support staff and community individuals)
 - Brick making
 - Bakery

¹ See Annex C for a short case study on the development of a traditional village in Namibia.

- Shop (e.g., general dealer)
- *Veld products*. Income from veld products tends to have a wider spread throughout the community and it is usually women who benefit most.
 - Cutting, treating, and sale of thatching grass (as a collective enterprise)
 - Production and sale of teas and other herbal/health products (in conjunction with a local craft shop or tourist restaurant)
- Micro credit
 - Part of CBO income could be used to provide credit for small enterprise development by individuals from the community. (CSD and NGO staff should obtain information on existing organizations that support microcredit schemes so they can link CBOs with such organizations)
- Investment of accumulated capital to buy equity in a tourist or hunting company for the development of hunting or tourism activities and related enterprises.

I. Recommendations

- DWNP CSD should proactively support, promote, and engage in: a) the development of a shared vision of CBNRM among stakeholders, and b) the development of greater cooperation between stakeholders, particularly through the proposed national CBNRM forum.
- DWNP CSD should clearly identify what it considers its own role in CBNRM, given its capacity constraints. Rather than trying to do everything, it should work to strengthen “core competencies” e.g., providing an enabling framework for CBNRM (including policy and legislation development); community awareness raising and mobilization around CBNRM; monitoring and guiding the tender process; facilitation of community access to appropriate services; training of CEGs and other resource management-related training; and overall socioeconomic monitoring and evaluation of CBNRM processes.
- DWNP CSD should actively identify potential partner organizations with which it can enter into formal agreements or develop local coalitions of service providers, to extend specific services to communities and CBOs. For example, the potential for developing a district-level partnership exists with Thusano Lefatsheng in Kgalgadi District. The development of a formal agreement or memorandum of understanding on roles and responsibilities would strengthen the confidence of both parties and remove the potential for misunderstandings. Part of the criteria for choosing an NGO partner would be acceptability to the community.
- CSD staff at the district level should be given a mandate to develop partnerships with local NGOs and other agencies. They need to be able to help communities access appropriate services from other agencies without feeling they are failing in their jobs

- because they cannot provide the service themselves. They should be given training to view themselves as district-level facilitators and coordinators and need to develop the necessary skills and confidence to take on this role.
- CSD staff and other CBNRM implementers should know how to help communities access services from other sources. Donor organizations could fund the development of information packages by organizations such as BOCOBONET on the following:
 - Other sources of funding and how to access them, not just the CCF
 - NGOs and the services they provide
 - Private sector service providers such as lawyers, consultants, business advisors, etc.
 - DWNP CSD and other CBNRM implementers should consider augmenting their skills and human resources from organizations such as the German Development Service, Skillshare, and similar volunteer-type organizations. Mature and experienced professionals from these organizations can be used to fill the gap in facilitation needs for CBOs. This represents an appropriate use of expatriate expertise as such personnel fit into the organizational framework of their partner/host organizations and report to decisionmakers within these organizations. Such personnel could carry out line functions at the same time as having certain training functions.
 - At the same time, methods should be explored to tap into as yet-unused expertise, particularly within the private sector. For example, joint venture agreements should include commitments from the private sector operators to advising and supporting communities in their enterprise developments (particularly tourism-related enterprises). Discussions could be held with HATAB and BWMA to see if private sector individuals could be identified who could contribute to developing training modules or advising communities. The private sector should be viewed as a true partner in CBNRM rather than an entity to be kept at arm's length.
 - CSD and other CBNRM implementers should emphasize promoting the development of genuine partnerships between the CBOs and private sector when developing joint ventures. The joint venture guidelines provide examples of such partnerships and include options for communities becoming shareholders in companies. CSD staff and other implementers should be made aware of these options, should be helped to understand how these partnerships work, and should receive some training in assisting communities to understand the different options available. This training should be provided by the private sector through HATAB or the BWMA.
 - CSD and other CBNRM stakeholders should give more attention to the training and skills development required for facilitation of important processes such as institution building and enterprise development. This training needs to recognize that these are ongoing processes that need regular attention. While these skills need to be developed in service providers, they also need to be developed in trust employees. Often, these are skills that are not acquired simply through training courses, but through observing and helping someone in applying them in an on-the-job training situation.

- CSD and other CBNRM stakeholders should consider holding district-level meetings between practitioners to discuss lessons learned, best practices, and methodologies to increase the spread of good implementation practice between all government and NGO staff. This could be promoted by CSD but could also take place under the mantle of district-level CBNRM for such things as the Ngamiland CBNRM forum.
- The use of qualified and skilled managers for CBOs should be explored as an option for dealing with the lack of capacity within trusts or the high turnover of trained people on trust committees. Is the role of the trust board to guide policy decisions or engage in day to day management? Is it appropriate to expect the board to function as managers when they are largely unpaid and unskilled? A useful debate revolves around the appropriate location of decisionmaking on different issues within a trust, i.e., what sort of decision should be taken by the general community (and how to achieve this), the VTC, the trust board, or the trust management, if such exists. This is another important aspect of institution building. Managers could be employed to run the overall affairs of the trust or to manage specific enterprises.
- Government should allow NGOs to access funding mechanisms and donors need to consider continued support of NGOs as subsidized service providers. Some aspects of rural development are unlikely to become financially sustainable in the sense of self-sufficiency. Particularly in the start-up phases of CBNRM, some form of subsidy is required to help NGOs cover their costs. Once CBOs are formed and registered, but before they have accumulated enough income, they could be given grants from donors to pay for services either from NGOs or private consultants. The development of “social capital” (the development of local institutions, decisionmaking, cooperative relationships, pride, and confidence) should be worth initial subsidization by government and donors.
- CSD and other CBNRM implementers should pursue the debate around fundamental CBNRM assumptions concerning incentives for sustainable management of natural resources. The CSD sociologists and economist should play a role in researching the links between incentives and disincentives and the level of sustainable management.
- DWNP should in any case strongly consider promoting the extension of the period for which head leases are granted, greater community involvement in quota setting, and greater community involvement in tender assessments. This could improve the overall community sense of proprietorship and control over the resource, thus promoting reinvestment of income in natural resource-based enterprises.
- Facilitators should help communities develop benefit distribution plans and take informed decisions on reinvestment, but should not force them into a particular direction (e.g., natural resource-based enterprises). Let communities make mistakes and learn from them.

ANNEX A

Tourism Enterprise Case Study: Lizauli Traditional Village, Namibia

The Lizauli Traditional Village is situated in eastern Caprivi in Namibia. It is close to the Kwando River and to the Mudumu National Park.

In April 1992, a workshop was held at Lianshulu Lodge in Mudumu National Park to discuss potential benefits to communities from tourism in order to promote local interest in natural resources conservation. About 50 community delegates attended. From that workshop, the then Managing Director of the lodge, Grant Burton, proposed the creation of a traditional village where the lodge could bring tourists and generate income for local communities. After initial concern by community members that the lodge and not the community would make all the money, the community was convinced that the project would be in their interests. Community members also saw the traditional village as a means of preventing tourists from entering existing villages, taking photographs without residents' permission and generally invading people's privacy.

The community received the necessary permission to run a tourism enterprise from the regional authorities and Burton provided the start up funds to develop the village. Building started in 1992 and the village opened to tourists in 1993. Burton also provided advice to the community on what tourists were looking for and what type of facilities to provide (e.g. flush toilets).

The traditional village is built away from the main village area, thus protecting residents' privacy. The village depicts various aspects of local life and 13 local people are employed to fill various roles e.g. women pounding grain in a traditional way, a blacksmith, a traditional healer etc. These employees rotate on an annual basis to give more community members a chance to benefit. The village is run by a small management committee.

Following some early problems with money disappearing, a transparent accounting system was instituted and funds are placed in three bank accounts: 1) for maintenance and running costs; 2) to pay salaries and 3) for holding profit for use by the community.

The management committee has initiated two other income generating activities-the harvesting and sale of thatching grass and the harvesting and sale of reeds.

The Lizauli Traditional village provides an example of where private sector support has helped a local community develop its own enterprise, provide employment and start to generate a profit for general community use. The private sector advice on what tourists were looking for was crucial in ensuring that the product was right for the market. In order to help monitor accounting for income and expenditure, Grant Burton was, for a time, a joint signatory on the community's bank accounts. Lianshulu Lodge provides a regular source of visitors to the traditional village and does some limited advertising on its behalf. However, the intensive involvement of Burton in

the early stages of developing the village coupled with his provision of funding caused confusion over the ownership of the enterprise. It took some time before villagers accepted the project as their own and took on full management responsibility. A CBNRM NGO worked with the community to help them develop their management structure and accounting procedures. The NGO also helped facilitate discussion between the community and Burton when problems arose.

Lessons Learned

- The private sector can provide important assistance to help communities develop their tourism enterprises
- Too much private sector involvement can lead to confusion over ownership of the project
- Although money went missing, mechanisms were in place for the community to remove those suspected of mismanagement and to introduce transparent accounting systems
- NGO support was important in facilitating negotiations between the private sector and the community and in providing training in accounting and other administrative procedures
- The design of the village and its working arrangements were aimed at meeting specific needs i.e. to reduce the invasion of privacy and to maximize employment opportunities

Although the Lizauli Traditional Village was set up with financial assistance from the private sector, it provides a good example of how communities in Botswana can re-invest their wildlife and tourism income.

ANNEX B

Suggested Scope of Work for a CBO Manager

The CBO manager is tasked with carrying out the day-to-day decisionmaking of the CBO and of ensuring that the activities of the CBO are carried out efficiently and effectively. The manager should report to the committee of the CBO (e.g., the board of a community trust). The committee should be responsible for reviewing the performance of the manager on a regular basis.

Specifically, the manager should be responsible for the following:

- Coordinating the effective management and utilization of the resources and assets of the CBO
- Developing and strengthening links with support agencies such as government and NGOs
- Developing and implementing communications mechanisms between the CBO committee and the CBO members
- Hiring CBO staff
- Ensuring that the staff of the CBO carry out their tasks effectively and efficiently
- Liaising with the CBO's private sector partners on a day-to-day basis (e.g., concerning the role and activities of the community escort guides, problems regarding local staff employed by the JV partner, or any other problems between the JV partner and the community)¹
- Develop and oversee the implementation of an office administration system for the CBO

¹ Issues that should be defined in advance include those on which the manager can make his/her own decisions and those to be referred to the committee.

Scope of Work (Activity 1, BIOFOR Task Order)

A. Background

The Department of Wildlife and National Parks (DWNP) has been involved in the implementation of Community-Based Natural Resources Management (CBNRM) in Botswana since 1991 with technical assistance from USAID. The department has established the Community Services Division (CSD) whose responsibility is to facilitate communities in implementing CBNRM. Technical Advisory Committees (TAC) have been established at district level with members from various government institutions to advise Community-Based Organizations (CBOs) in the implementation of CBNRM. Other organizations such as PACT/IRCE, SNV, Thusano Lefatsheng, and other NGOs are also involved in the implementation of CBNRM. Many communities have established legal registered community-based organizations (CBOs) in their Controlled Hunting Areas (CHAs) and are implementing natural resource-based projects with facilitation provided by the district CSD staff, NGOs, and TAC members who visit the communities when there are issues to be considered. CBO activities are coordinated by the CBO board members elected from the community at kgotla meetings. Many CBOs especially those with commercial safari ventures around the Okavango Delta have accumulated significant profits which they now want to reinvest. It is through reinvestment in profit making activities or in service projects that the benefits of CBNRM reach participating households and individuals. It should be noted that benefits from communities that use other veld resources, such as morula, sengaparile or phane caterpillars, accrue directly to individuals so reinvestment for these CBOs is less of an issue.

B. Purpose

The purpose of this activity is to:

- Examine national and district networks of public and private organizations, agencies, companies and individuals who provide (or could provide) technical support to CBOs, and assess the strengths and weaknesses of these networks
- Identify key areas where technical support to CBOs is lacking, the causes, the type of support required and by whom and at what level
- Identify the support that district-level CSD officers and other CBO supporters need to fulfill their responsibilities to the communities
- Make recommendations on ways to address the current weaknesses

C. Scope of Work

Two district-level support systems specialists will consult with CSD staff at headquarters, DWNP Directorate. This study should be a result of a participatory process of key stakeholders.

The specialists will consult with PACT/IRCE, BOCOBONET, SNV, IUCN and any other organizations involved in CBNRM. At least one of the specialists is expected to visit two CBOs in two districts. The district TAC members should be consulted in each district. CBNRM forum members should be consulted where the forum exists.

The more mature CBOs, those that have been operating for more than five years, are still heavily dependent on the technical support from CSD officers, NGOs, and other organizations. They still have weak management systems and decisionmaking processes. The specialists are required to look into the causes that hamper the progress of CBOs and make recommendations about the type of technical support that would assist all CBOs to move forward.

Issues that the CBNRM district-level support specialists will look at include:

- Ways in which district officers can assist communities to reinvest
- The type and quality of district technical support for implementing CBNRM
- Weaknesses and gaps in support from all sources and recommendations for improving the situation
- The status of coordinating mechanisms such as the CBNRM Forum
- Particular attention must be given to district support for mature CBOs and VTCs who are now addressing reinvestment options

In addition to assisting with the above scope of work, district specialist II will use the analysis provided by the study to prepare for the CBNRM training of trainers to be held in April, 2000.

ANNEX D

List of Persons Consulted

P Baeng	Assistant Program Officer, Rural Area Dwellers Programme, Mababe
B Banni	Board Member, Mababe Zukutsham Community Development Trust
K Bathapi	Board Member, Mababe Zukutsham Community Development Trust
R Bell	Wildlife Management Consultant, Maun
C Buzzard	Project Manager, Natural Resources Management Project, USAID Regional Centre for Southern Africa, Gaborone
H Charalambous	General Manager, Johan Calitz Safaris, Maun
T Draper	Chief Executive Officer, Chobe Wildlife Trust, Kasane
I Draycott	Deputy General Manager, Thusano Lefatsheng, Gaborone
M Dipuo	Community Liaison Officer, Crocodile Camp Safaris/Sankuyo Tshwaragano Management Trust
R Dumedisang	Assistant Wildlife Officer, Community Liaison Unit, Department of Wildlife and National Parks, Maun (Member of Ngamiland Technical Advisory Committee)
C-Edison Fani	Administration Officer, Chobe Land Board, Kasane (Member of Chobe Technical Advisory Committee)
K Gakena	Assistant Chairperson, Village Development Committee, Mababe
D Green	Crocodile Camp Safaris, Maun
J HaBarard	Social Science Advisor/Community Development Specialist, PACT/IRCE, Gaborone
R Hasler	Chairperson, Ngamiland CBNRM Forum; Natural Resource Anthropologist, Okavango Research Centre, Maun
G Iso	Board Member, Mababe Zukutsham Community Development Trust
R Jansen	Country Representative, IUCN Botswana

P Kealotswe	Board Member, Okavango Kopano Mokoro Community Trust
K Kebuelemang	Board Member, Mababe Zukutsham Community Development Trust
S Keleometse	Social and Community Development TSP, Mababe
J Kereteletswe	Treasurer, Okavango Kopano Mokoro Community Trust
G Ketwaeletswe	Vice Chairperson, Sankuyo Tshwaragano Management Trust
G Kgosietswang	Board Member, Okavango Kopano Mokoro Community Trust
S Khedile	Board Member, Sankuyo Tshwaragano Management Trust
R Koehler	Agricultural Officer, German Development Service, Maun
J Leavitt	Director, PACT/IRCE, Gaborone
D Lecholo	Chairperson, BOCOBONET, Gaborone
D Machana	Chairperson, Chobe Enclave Community Trust
B P Matenge	District Officer (Development), District Administration, Chobe (Member of Chobe Technical Advisory Committee), Kasane
K Mbwe	Board Member, Sankuyo Tshwaragano Management Trust
A Modo	District Wildlife Coordinator, Ngamiland, Department of National Parks and Wildlife, Maun
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G Njaava	Board Member, Okavango Kopano Mokoro Community Trust
O Ntwe	Vice Secretary, Okavango Kopano Mokoro Community Trust
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J Passmore	Tourism Officer, North West District Council, Maun (Member of Ngamiland Technical Advisory Committee)
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E Tshamekang	Executive Secretary, BOCOBONET, Gaborone
C van der Jagt	SNV CBNRM Support Program, Gaborone
R Wallace	Operations Manager, Ramm Safaris, Kasane
P Wynter	Consultant to Community Services Division, Department of Wildlife and National Parks, Gaborone
K Yorobi	Secretary, Sankuyo Tshwaragano Management Trust

ANNEX E

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